

Message Text

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ORIGIN IO-13

INFO OCT-01 ISO-00 L-03 AF-08 ARA-06 EA-07 EUR-12 NEA-10

OMB-01 TRSE-00 ABF-01 SIL-01 LAB-04 (ISO) R

DRAFTED BY IO/IBC:RVHENNES:MAB

APPROVED BY IO:DRTOUSSAINT

L/UNA - MR. STOWE

IO - DR. MOREY

IO/EX - MR. MENTER

IO/IBC/BA - MR. SOUTHWORTH (SUBS)

EUR/WE - MR. DOBBINS

----- 126938

R 042106Z SEP 76

FM SECSTATE WASHDC

TO USMISSION GENEVA

INFO USMISSION USUN NEW YORK

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E.O. 11652: N/A

TAGS: AORG, UN

SUBJECT: GENEVA GROUP: FRENCH PROPOSAL

REF: (A) GENEVA 6459; (B) USUN 3412

1. WE HAVE CAREFULLY CONSIDERED FRENCH PROPOSAL AND ITS IMPLICATIONS. WE HAVE ALSO TAKEN INTO ACCOUNT THE THOUGHTFUL OBSERVATIONS OF USUN (REFERENCE B AND PREVIOUS). U.S. POSITION AND GUIDANCE REQUESTED BY REFTTEL A FOLLOWS.

2. U.S. GOVERNMENT WELCOMES FACT THAT FRENCH HAVE PUT FORWARD THIS HIGHLY INTERESTING PROPOSAL AND COMMENDS FRENCH GOVERNMENT FOR ADDRESSING INCREASINGLY SERIOUS PROBLEM OF EXCESSIVE GROWTH OF BUDGETS OF INTERNATIONAL ORGANIZATIONS. WITH FRENCH PROPOSAL AS BASIS FOR DISCUS-
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SION AT PROJECTED GENEVA GROUP (GENEVA) MEETING IN

SEPTEMBER AND ANY NECESSARY SUBSEQUENT MEETINGS, WE LOOK FORWARD TO POSITIVE STEPS TO ENHANCE INFLUENCE OF MAJOR CONTRIBUTORS ON BUDGETS OF UN SPECIALIZED AGENCIES.

3. IN CONSIDERING FRENCH PROPOSAL IN ITS ENTIRETY, HOWEVER, WE RECOGNIZE THAT STATES ARE LEGALLY OBLIGATED TO PAY THE MANDATORY ASSESSMENTS OF SUCH INTERNATIONAL ORGANIZATIONS AS THE UN SPECIALIZED AGENCIES. WE ALSO BELIEVE

THAT NO LEGAL PROBLEMS WOULD NECESSARILY BE RAISED BY CONCERTED ANNOUNCEMENT OF WHAT PARTICIPATING COUNTRIES CONSIDER TO BE ACCEPTABLE BUDGET LEVELS, OR BY EFFORTS TO SECURE AGREEMENT OF THE RELEVANT ORGANIZATIONS TO SUCH LEVELS. HOWEVER, ANY ASSERTION THAT THE UNITED STATES WOULD REFUSE TO PAY ITS ASSESSMENT IF THE PROPOSED BUDGET LEVELS WERE NEVERTHELESS EXCEEDED WOULD CONSTITUTE A THREAT NOT TO MEET ITS LEGAL OBLIGATIONS AND HENCE WOULD NOT BE ACCEPTABLE. WITH REGARD TO THE POSSIBILITY OF INTENTIONALLY DELAYING PAYMENT OF ASSESSMENTS, WHICH ARE NEVERTHELESS ACCEPTED AS OBLIGATIONS, IN ORDER TO EXERT PRESSURE ON AN ORGANIZATION AND THE OTHER MEMBERS, WE BELIEVE THAT THE LEGAL SITUATION IS LESS CLEAR. ON THE ONE HAND, IN BRIEF, THE FINANCIAL REGULATIONS OF SUCH ORGANIZATIONS COMMONLY SPECIFY A DUE DATE FOR PAYMENT OF ASSESSMENTS, AND SUCH REGULATIONS ARE ARGUABLY BINDING ON MEMBER STATES. ON THE OTHER HAND, THE OVERWHELMING PRACTICE OF STATES IS TO PAY THEIR ASSESSMENTS LATE, EXCEPT IN THE ITU WHICH IMPOSES AN INTEREST PENALTY IN ITS BASIC CHARTER. BECAUSE OF THIS PRACTICE THE QUESTION ARISES WHETHER SUCH DEADLINES MAY OVER TIME HAVE CEASED TO HAVE LEGAL FORCE. THIS AND OTHER RELATED QUESTIONS SHOULD BE CONSIDERED BY THE GENEVA GROUP BEFORE SPECIFIC DECISIONS ARE MADE ON COURSES OF ACTION.

4. AT SEPTEMBER MEETING U.S. REPRESENTATIVES SHOULD COMMENT ALONG FOLLOWING LINES: THE DECISIVE COMPONENTS OF AN EFFECTIVE POSITION MAY WELL BE THE METHOD OF, AND THE DETERMINATION AND SOLIDARITY DISPLAYED IN, ITS IMPLEMENTATION BY GENEVA GROUP COUNTRIES. ASSUMING THAT WE CAN DEVELOP AN ACCEPTABLE PLAN OF ACTION, WE WOULD SUG-

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GEST ASSIGNING TARGET BUDGET LEVEL TO ONE OR A VERY FEW UN SPECIALIZED AGENCIES. THESE AGENCIES OR THIS SINGLE AGENCY SHOULD BE CAREFULLY CHOSEN TO MAXIMIZE POSSIBILITY THAT GG TARGET LEVEL WILL BE ACCEPTED. WE HAVE IN MIND BUILDING A RECORD OF SUCCESSFUL INTERVENTIONS IN THE BUDGET-MAKING PROCESS SO THAT EACH SUCCEEDING APPROACH HAS BEHIND IT THE GROWING WEIGHT OF PRECEDENT OF PREVIOUS SUCCESSFUL APPROACHES. THE COROLLARY OF THIS PROCEDURE

IS THAT THE CRITERIA FOR SELECTING APPROPRIATE TARGET LEVELS ARE LESS IMPORTANT (AT LEAST IN THE INITIAL STAGES) THAN THE FACT OF GENEVA GROUP AGREEMENT. WE WOULD BE PREPARED TO EXAMINE SYMPATHETICALLY THE USE OF AN AVERAGE (WEIGHTED OR OTHERWISE) OF THE NON-DEFENSE BUDGETARY INCREASES OF GG MEMBERS EXPRESSED AS PERCENTAGES, ALTHOUGH VARYING RATES OF INFLATION AND CURRENCY FLUCTUATIONS MIGHT MAKE THIS DIFFICULT TO DETERMINE. ON BALANCE, WE WOULD BE MORE ATTRACTED TO AN EFFORT BY THE GENEVA GROUP TO IDENTIFY APPROPRIATE TARGET

LEVELS BY THE BENEFITS MEMBERS EXPECT TO DERIVE FROM AN AGENCY'S PROGRAM IN RELATION TO COMPETING DEMANDS ON MEMBERS' RESOURCES. WE SUSPECT THAT AN ELEMENT OF SUBJECTIVITY WILL BE INVOLVED IN AGREEMENT IN ANY CASE BUT IN ORDER TO ESTABLISH A PATTERN OF SUCCESSFUL COOPERATION WE ARE PREPARED TO BE QUITE FLEXIBLE IN ACCEPTING LEVEL ON WHICH GENEVA GROUP CAN AGREE TO HOLD FIRM.

5. WE ENVISION GENEVA GROUP ACTION AS APPLICABLE ONLY TO THE SPECIALIZED AGENCIES. FYI: OPERATING ON A SEPARATE AND DISTINCT LINE OF APPROACH, WE INTEND IN CONJUNCTION WITH THE FRENCH, BRITISH, JAPANESE, AND GERMANS TO MAKE HIGHLY DISCREET AND FORCEFUL REPRESENTATIONS TO THE UN SECRETARY GENERAL CONCERNING THE LEVEL OF THE 1978-1979 UN PROGRAM BUDGET. WE DO NOT WISH ANY CONNECTION BETWEEN THE FRENCH PROPOSAL AND THE FIVE-POWER INITIATIVE BECAUSE WE BELIEVE THAT KEEPING THE TWO APPROACHES SEPARATE WILL MAXIMIZE THE CHANCE OF EACH TO SUCCEED. END FYI. ONCE AGAIN, WE ARE PREPARED TO BE FLEXIBLE IN THE CHOICE OF AGENCY OR AGENCIES TO BE APPROACHED FIRST. AN IMPORTANT FACTOR WILL OF COURSE BE THE BUDGET CYCLES OF THE AGENCIES BECAUSE WE WILL WANT TO BEGIN THE PROCESS AS SOON AS LIMITED OFFICIAL USE

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POSSIBLE. WE WOULD NOT FAVOR APPROACHES TO ILO AND UNESCO BECAUSE OF OUR SPECIAL PROBLEMS WITH THOSE AGENCIES. WE ARE LOOKING INTO THIS QUESTION AND WILL COMMUNICATE ANY FURTHER THOUGHTS.

6. ON THE QUESTION OF ASSURING ACCEPTANCE OF THE TARGET LEVEL SPECIFIED BY PARTICIPATING GENEVA GROUP MEMBERS, OUR STRONG PREFERENCE IS THAT THE APPROACH TO THE AGENCY OR AGENCIES SUCCEED SO THAT THE QUESTION OF ENFORCEMENT ACTION SIMPLY DOES NOT ARISE. WE THINK GOOD SENSE OF TIMING, UNITY OF ACTION AMONG MAJOR CONTRIBUTORS, CAREFUL AND NON-CONFRONTATIONAL EXPLANATION TO DIRECTOR GENERALS OF AGENCIES CONCERNED OF FACTORS BEHIND MAJOR CONTRIBUTORS' CONCERNS OVER BUDGETARY GROWTH, AND CAREFUL SELECTION OF AGENCIES TO APPROACH MAKE THIS A REAL POSSIBILITY. HOWEVER,

SHOULD AGENCY EXECUTIVE HEADS OR LDC-DOMINATED GOVERNING BODIES REFUSE TO COOPERATE WITH MAJOR CONTRIBUTORS, LATTER SHOULD BE PREPARED TO AGREE ON EFFECTIVE ACTION. FAILURE TO DO SO WOULD OF COURSE SERIOUSLY DAMAGE THE GROUP'S CREDIBILITY. FYI: ACCORDINGLY, IF A SIGNIFICANT WEIGHT OF OTHER GENEVA GROUP MEMBERS WERE PREPARED TO DELAY PAYMENT IN ORDER TO ENHANCE PROSPECTS OF AGREEMENT UPON THE GENEVA GROUP TARGET LEVEL AND IF THE DELAY PROCEDURE WERE DETERMINED TO BE LEGALLY ACCEPTABLE, THE U.S. WOULD BE PREPARED TO PARTICIPATE IN SUCH AN EFFORT. IF 60-75 PERCENT OF AN ORGANIZATION'S INCOME WERE DELAYED IN THIS FASHION, THE EFFECT IN ALMOST EVERY CASE WOULD BE QUICKLY DECISIVE. END FYI.

7. WE VERY MUCH HOPE THAT ALL MEMBERS OF THE GENEVA GROUP WILL BE ABLE TO LEND THEIR FULL SUPPORT TO WHATEVER PLAN OF ACTION IS ACCEPTED; U.S. REPRESENTATIVES SHOULD WORK TO THAT END. IF FULL SUPPORT PROVES UNOBTAINABLE, HOWEVER, WE WOULD BE PREPARED TO GIVE SERIOUS CONSIDERATION TO MOVING FORWARD IN THE COMPANY OF THE HIGHEST CONTRIBUTORS ALONE (JAPAN, FRG, FRANCE, UK). WE BELIEVE IT BEST THAT US NOT RAISE QUESTION OF ASSOCIATING OTHER, NON-GG STATES, INCLUDING SOVIETS, WITH THIS EFFORT. IF MATTER BROUGHT UP BY OTHERS, HOWEVER, U.S. REPRESENTATIVE SHOULD TAKE FOLLOWING POSITION: ALTHOUGH WE WOULD NOT WISH TO INCLUDE OTHER STATES IN GENEVA GROUP DELIBERATIONS RE TARGET LEVELS AND APPROACHES TO AGENCIES, WE LIMITED OFFICIAL USE

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WOULD EXPECT SOVIETS AND OTHER EES TO SUPPORT (OR EXCEED) THE THRUST OF THE GG POSITION AND WE WOULD FAVOR APPRISING THE SOVIETS OF GENEVA GROUP APPROACHES AS THEY ARE MADE.

8. TO ASSIST U.S. MISSION GENEVA IN SEPTEMBER MEETING, WE ARE PLANNING TO SEND HEAD OF IO'S INTERNATIONAL INSTITUTIONS POLICY STAFF, RICHARD HENNES, TO PARTICIPATE IN DISCUSSION.

9. IT IS NOT CLEAR WHETHER RESULTS OF GENEVA GROUP MEETING IN SEPTEMBER WILL WARRANT OCTOBER MEETING IN NEW YORK. IF NY MEETING WARRANTED, AND THIS JUDGMENT CAN BE MADE DURING GENEVA MEETING, WE WOULD ATTEND BUT WE WOULD NOT LIKE TO INVOLVE U.S. PERMANENT REPRESENTATIVE IN NEW YORK IN MEETING. RATHER, ANY SUCH MEETING SHOULD BE ORGANIZED ALONG LINES OF GENEVA GROUP CONSULTATION LEVEL MEETINGS. WE WOULD PREFER TO HAVE THE FRENCH ARRANGE NEW YORK MEETING ALTHOUGH WE WOULD BE PREPARED, AT FRENCH REQUEST, TO PERFORM USUAL CO-HOST FUNCTIONS WITH UNITED KINGDOM. ANY NEW YORK MEETING MUST OF COURSE BE KEPT TOTALLY DISTINCT FROM UN CONTEXT AND ACTIVITIES. ROBINSON

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DRAFTED BY:IO/TRC:CHARTLEY:AMP

APPROVED BY:IO/TRC - CHARLES HARTLEY

IO/TRC:RVHENNES

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TO AMCONSUL MONTREAL PRIORITY

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FOLLOWING REPEAT STATE 220531 ACTION BERN, BONN, BRUSSELS, CANBERRA,
LONDON, OTTAWA, ROME, STOCKHOLM, THE HAGUE, TOKYO, PARIS, MONTREAL,
GIENNA INFO IAEA VIENNA DTD 09 SEP 76.

QTE:LIMITED OFFICIAL USE STATE 220531

TOKYO FOR IO DEPUTY ASSISTANT SECRETARY BAKER

FOLLOWING REPEAT STATE 220531 ACTION GENEVA USUN NEW YORK

4 SEP 76

QUOTE

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: n/a
Control Number: n/a
Copy: SINGLE
Draft Date: 04 SEP 1976
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: KelleyW0
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1976STATE220531
Document Source: CORE
Document Unique ID: 00
Drafter: RVHENNES:MAB
Enclosure: n/a
Executive Order: N/A
Errors: I
Film Number: D760337-0047
From: STATE
Handling Restrictions: n/a
Image Path:
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Line Count: 455
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Office: ORIGIN IO
Original Classification: LIMITED OFFICIAL USE
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 9
Previous Channel Indicators: n/a
Previous Classification: LIMITED OFFICIAL USE
Previous Handling Restrictions: n/a
Reference: 76 GENEVA 6459, 76 USUN NEW YORK 3412
Review Action: RELEASED, APPROVED
Review Authority: KelleyW0
Review Comment: n/a
Review Content Flags:
Review Date: 25 MAR 2004
Review Event:
Review Exemptions: n/a
Review History: RELEASED <25 MAR 2004 by ShawDG>; APPROVED <05 AUG 2004 by KelleyW0>
Review Markings:

Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
04 MAY 2006

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: GENEVA GROUP: FRENCH PROPOSAL
TAGS: AORG, UN
To: GENEVA
Type: TE
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 04 MAY 2006